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**REPORT--GENERAL.....--
ADMINISTRATIVE COUNCIL
MEETING--AMERICAN ASS'N.
FOR LABOR LEGISLATION--**

REPORT
OF THE
GENERAL ADMINISTRATIVE COUNCIL MEETING
OF THE
American Association for Labor Legislation
HELD AT
CHICAGO, ILLINOIS,
April 10, 1909

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American Association for Labor Legislation

REPORT

Of the General Administrative Council Meeting of the
American Association for Labor Legislation,
held at Chicago, April 10, 1909

The spring meeting of the General Administrative Council of the American Association for Labor Legislation was held April 10th, at the City Club, in Chicago.

The work of the day was begun with a meeting of the Executive Committee, followed by a luncheon at 12:30, after which three members of the council, President Farnam of Yale University, Secretary Commons of the University of Wisconsin, and Commissioner of Labor McEwen of Minnesota, addressed the regular Saturday meeting of the City Club, on Workingmen's Insurance.

The semi-annual meeting of the Administrative Council was opened at 2:30, in the library of the City Club, with President Farnam in the chair. The following members were present: Miss Jane Addams, of Hull House; Henry W. Farnam, of Yale University; Towner K. Webster, of the Webster Manufacturing Company, Chicago; John P. Frey, editor of the *Iron Molders' Journal*, Cincinnati; Edgar T. Davies, Chief Factory Inspector, of Illinois; Mrs. Raymond Robins, president of the National Women's Trade Union League; William E. McEwen, Commissioner of Labor of Minnesota; Hugh R. Fuller, National Legislative Representative of the Railway Trainmen, of Pennsylvania; Robert Hunter, of New York City; Ernst Freund, Professor of Law in the University of Chicago; Richard T. Ely, chairman of the Madison Local Executive Council; and Secretary John R. Commons, Assistant Secretary Irene Osgood, and Executive Secretary John B. Andrews, of Madison, Wisconsin.

In addition to the above, the following members and friends of the Association were present: Graham Taylor, of the Chicago Commons; James D. Beck, Commissioner of Labor of Wisconsin; Julius Wiengerski, of Chicago; John A. Fitch, of the Pittsburg Survey; George N. Carman, of Chicago; Don Lescohier and Reuben McKittrick of the University of Wisconsin; and John L. Coulter, Secretary of the Minnesota State Branch.

The minutes of the preceding meeting, the report of the executive secretary, and the statement of cash receipts and disbursements for the first quarter of the year 1909, were read by the Executive Secretary.

REPORT OF EXECUTIVE SECRETARY

John L. Coulter (April 1909)

Since the annual meeting of the Association at Atlantic City, two State Branches have been organized. Early in January the Assistant Secretary co-operated with local members in the preliminary work of forming a State Branch in Minnesota, which was finally organized on February 8th. At the same time the Secretary and the President of the Association attended preliminary conferences in New York, which resulted in a public meeting and the organization of the New York Branch on February 19th. Recently, inquiries have been received from members in Missouri, Massachusetts, Pennsylvania, and Ohio, and steps have been taken by the Association to co-operate in the organization of State Branches in those four states.

Aside from the special organization activity, mentioned above, the work of the Association during the three months has been conducted almost entirely from the office in Madison.

The Secretary, however, has addressed meetings of the Merchants' and Manufacturers' Association in Milwaukee, and the Six O'Clock Club, the Saturday Lunch Club, and the University students, at Minneapolis, on Workingmen's Insurance and Industrial Hygiene. For the consideration of similar subjects, he has also attended frequent conferences and carried on a considerable correspondence with people from various parts of the country.

Encouraging progress has been made in the tabulation and comparative analysis of laws on the subjects of Sunday Rest, Health, Comfort and Safety of Employees, the Labor of Women, Factory Inspection, and Industrial Accidents.

The time of the Assistant Secretary has been fully occupied with the work of preparing for the printer the manuscript of the Second Annual Meeting, the quarterly report to the International Office, the department on Labor Legislation in *Charities and the Commons*, special articles on labor legislation, and with the rapidly increasing business of the office. Twice during the last six weeks the Assistant Secretary was called upon to address meetings in Milwaukee, where she explained the plans and work of the Association to the representatives of the Wisconsin State Consumers' League, and the members of the Milwaukee Social Economics Club. These addresses have served a two-fold purpose. They have made known to a wider circle the organization's purposes and plans, and they have increased the membership in Wisconsin.

The Executive Secretary commenced work on February 12th. The preparation of special new circulars, and leaflets, and revised editions of the old material including the Constitution and the Outline of Work, and the task of re-organizing the office system in order to facilitate the extension of the work of the Association, were recognized as necessary first steps. As a preliminary to subsequent field work, identification card lists of members and correspondents, and duplicate catalogs classified by States and cities, with special information concerning persons and places, have been completed.

Thousands of pieces of literature have been enclosed in letters and, with discrimination, distributed to special groups of supposedly interested people.

Requests for information have steadily increased. Among the many inquiries which have been received, the following are merely typical. Requests for special information concerning the laws of all States and the most progressive foreign countries on the Health, Safety, and Comfort of Employees, by the Illinois Industrial Commission; the laws of all States providing for the care of dependent children, by

the Chicago Women's Trade Union League; bills recently introduced for the protection of women workers, by the Legislative Committee of the Neighborhood Workers; laws regulating the speed of machinery, by the librarian of the Kansas State Library; bibliographical information concerning a list of books, submitted by the Women's Trade Union League of New York City; sources of information on the subject of public and private health, by the *World's Work* magazine; Municipal Control of the Milk Supply, by the New York Milk Committee; proper procedure of prosecution under Child Labor Law, with special reference to employment of counsel, by Miss Breckenridge of the University of Chicago; status of the sweated industries legislation in the British parliament, by the secretary of the National Consumers' League.

Two meetings of the Local Executive Council have been held for the consideration of several matters of business of a more or less routine character.

Special attention has been given to building up the organization and to arousing interest in the subject of industrial hygiene. On February 16th, a bill was introduced in the Wisconsin Legislature providing for an investigation of conditions affecting the health, vitality and industrial efficiency of wage earners. Thousands of copies of this bill, with a brief history of the Association's interest in the subject of industrial hygiene, were circulated in the state of Wisconsin and throughout the United States. The bill came before a joint committee of both houses on March 25th and was reported favorably by a unanimous vote.

In accordance with the spirit of the International Office considerable time has been spent in outlining plans for the investigation of special conditions resulting in occupational disease.

Arrangements have been made for the publication of 1,000 copies of the Second Annual Report, and an additional thousand separate copies of President Farnam's address, to be circulated more widely wherever conditions appear most favorable for strengthening the organization.

Word has come from the English office that present plans provide for the delivery of eight numbers of the *Bulletin* during the present year. The first number for the year is

being mailed to the members this week from the Madison office. The number of copies of the *Bulletin* ordered from the London office has been doubled.

The membership of the Association is increasing steadily.

JOHN B. ANDREWS,

Executive Secretary.

A letter from the secretary of the National Civic Federation, with reference to a proposed conference on Uniform Legislation, was read by President Farnam. The executive committee was authorized to take the necessary steps to secure proper representation.

On motion of Dr. Ely, the appointment of a delegation to attend the meeting of the Commission on Uniform State Legislation was referred to the Executive Committee, with power to act.

The arrangement of the program for the Annual Meeting at New York, December 1909, was also left to the Executive Committee.

On motion of Mrs. Robins, seconded by Professor Freund, the Administrative Council voted to recommend to the annual meeting that Section 5, of Article V, LOCAL SECTIONS, be amended so as to read:

“The officers of this section shall be a president and a secretary-treasurer, who, with three *or more* other members, shall constitute the Executive Committee.”

STATE BRANCHES

At the request of Miss Addams discussion was called for on the subject of State Branches. Said Secretary Commons: “The purpose of the Association is to bring up the backward States. . . . Pennsylvania is a drag upon the progress of social legislation. . . . The influence of Pennsylvania is more important for us than the influence of the Southern States. . . . We should build up the membership in Pennsylvania, and organize a State Branch. . . . Then we should investigate Pennsylvania’s State Factory Inspection . . . get the facts and publish them . . . lighten the load of competing States (New York, New Jersey, etc.) . . . As a practical suggestion I say: Make a vigorous

campaign in Pennsylvania, and I ask the question: Will concentration on Pennsylvania be a discouragement to the branches in Illinois, Minnesota, and other progressive States?"

Miss Addams wished to emphasize important national phases of the subject of labor legislation, and referred to lack of uniformity in regulations of child labor in theatres. She felt very strongly that the national aspect of labor legislation needed special attention.

Professor Freund said: "The Illinois Branch is giving individual advice and keeping an eye on Springfield. . . . Locals should work out locally what the American Association is trying to do on a national scale."

Mr. Webster said: "Workmen's Compensation is a subject on which it is easy to get up enthusiasm. People will meet you more than half way. Of course we want uniform laws. . . . Our hope, of course, is agitation. . . . Lay out a policy. . . . Get people to go around and talk. . . . Hammer away—on not too big a plan."

Dr. Coulter, Secretary of the Minnesota Branch, explained that they had a very definite piece of work on hand when their State Branch was organized. They had given much attention to Workmen's Compensation, and indirectly had been active in getting people interested. He felt that the questions of finance and publicity were the most important internal problems before the Minnesota Branch. He believed in organizing the most advanced states first.

Mrs. Robins thought it a great mistake to think the same people were in all progressive groups. "We can get *more* people interested, and there should be a membership of 1,000 in the State of Illinois."

Mr. Davies, factory inspector for the State of Illinois, said: "The locals should be well organized, and might do much by inspecting the factory inspectors. I welcome it here."

Mr. McEwen urged the Association to lay out a program for two years hence, and then investigate with that in mind. In Minnesota a minimum air space bill was introduced, but failed because no one backed it up with intelligence.

President Farnam said: "There is a well-defined division of functions between the National and the State Associa-

tions. It is the function of the National Association to supply ammunition—the *Bulletin*, leaflets, pamphlets, etc. The State Branches are on the firing line and should push legislation. They are in a position to appear before legislative committees and say: ‘We represent this State and have a right to be heard!’ Local Branches should be financed by local contributions.”

Mrs. Robins recommended that the consideration of the problem of local finances be referred to the executive committee, and it was so voted.

BUREAU OF INFORMATION

Secretary Commons opened the discussion on this subject, and asked for opinions on what is needed. He mentioned many requests received for information and the present difficulties in the way of giving full replies, on account of inadequate office force.

President Farnam gave as his opinion that, “Willy nilly, we need to furnish information.”

Mrs. Robins mentioned an important item of information regarding the feeding of school children in the United States, recently furnished by the Association through her to a foreign association, after the failure of several inquiries made to various governmental and private bodies. This experience proved to her the importance of supporting the Association in establishing its Bureau of Information.

John Frey said: “We want good tools for labor legislation and can’t get them. . . . I burn midnight oil in trying to get information on what laws have been passed. . . . We get State legislation which is declared unconstitutional and then we introduce bills in Congress which we are told would infringe on State’s rights. . . . A Bureau of Information is one of the most valuable things the Association could provide for us.”

Mr. McKitrick described the methods of the Wisconsin Legislative Reference Library, and thought the essential problem was to secure some one to collect and catalog material.

Mr. Webster said he helped organize the “People’s Lobby,” and knew the Standard Oil Company could always get infor-

mation. He added: "The government should get this information. It is a function of the government. In the meantime we must do what we can. We must organize public sentiment and tell the government that it is a public function."

Mr. Fuller believed the government should do the work and supply information in an impartial way. "But," he said, "government statistics often do not go far enough. This Association should figure out something more vital with the aid of government statistics. Encourage the Department of Labor at Washington to provide a Bureau of Information. Pass a resolution, and urge action."

Mr. Fuller introduced the following resolution, which was unanimously adopted:

Resolved—That in the opinion of the General Administrative Council of the American Association for Labor Legislation there is urgent need for the establishment in the Bureau of Labor at Washington of a Division of Information regarding social legislation and social conditions in the several States, the United States and foreign countries; and that the information so collected should be furnished promptly on request in such form as will be of the greatest immediate practical value.

Resolved—That a copy of this resolution be sent to the President of the United States, the Senate and the House of Representatives.

POLICY FOR THE IMMEDIATE FUTURE

The relative importance of extending the organization, making investigations, and promoting legislation was next discussed.

President Farnam opened the discussion. "We cannot do anything without extending the organization," he said. "Investigations are useful but costly. This Association probably cannot undertake the *big* investigations on account of the expense. We can, however, stimulate investigations. The Federal Government subscribes, and we can make a strong appeal to the Government. The Sage Foundation may be encouraged, and we may secure investigations made under its auspices. We can then promote legislation through the State Branches.

INDUSTRIAL HYGIENE

Dr. Ely spoke to the question: The relative importance of different subjects, such as industrial hygiene, accidents, workingmen's insurance and compensation, labor of women and children, and in reply to the question, Which is most important? said: "Industrial Hygiene, without question. It furnishes the strategic point, along lines of least resistance. It is so reasonable that it appeals to everybody. Even school children know the value of it. Of all the national resources of which we hear so much, human resources are the most important. Public health is involved. We disarm opposition when we propose to take up the question of Industrial Hygiene. Efficiency of workers is of interest to employers. . . . We enlist strong classes, especially physicians, in our favor. We can secure the co-operation of Boards of Health and they can carry out policies and secure new legislation. We can get facts of great importance on ventilation, and the effect of air on health. Facts of great significance are already available. Boards of Health have great power, and they are little interfered with by the courts. There is least likelihood of opposition from the courts here. In this way we can persuade the courts to uphold labor laws. If the New York Bakers' Case had been presented from the standpoint of industrial hygiene it would not have been lost. It would have appeared reasonable. We should try to induce other agencies to take up this question. More can be done through a study of industrial hygiene than in any other way."

Professor Freund then offered the following resolution:

The fundamental purpose of labor legislation is the conservation of the human resources of the nation. The physique, vigor and wide-awake intelligence of the future wage-earning population is of greater importance than the conservation of our natural resources. Wise legislation on either subject cannot be enacted unless it is based on thorough, scientific investigation. Such investigation is imperative also as an aid to the courts in determining the constitutionality of labor laws brought before them. The decisions of the courts show clearly that they rely upon the science of industrial hygiene in marking out the limits of the police power. As long as this branch of science remains undeveloped, the legislatures and the courts can rely only on uncer-

tain opinions and common knowledge. This is not enough to support legislation regulating the hours and conditions of labor. Employers and workmen also are seeking more exact knowledge in order that they may improve the health, vigor and efficiency of labor. The more exact and scientific the knowledge on this subject the more can be expected from the voluntary co-operation of employers and workmen without resort to legislation. In view of its fundamental importance the American Association for Labor Legislation joins with the International Association in urging upon all medical bodies and colleges, all bureaus of labor, boards of health, all philanthropic and charitable agencies and endowments, to take up and carry out the scientific investigation of industrial hygiene. Only in this way can the human resources of the country be conserved, just as agricultural and engineering science have been brought to the conservation of natural resources.

“Now, just one word on the *legal* importance of this,” said Professor Freund. “The courts should have before them well-worked out schedules showing what and where protection is needed. . . . A measure that is general is apt to be unreasonable; a measure that is not general is apt to be class legislation. . . . A thorough investigation of industrial hygiene would revolutionize the attitude of our courts with reference to labor legislation.”

Coulter: “We in Minnesota are going to work on the question of Workingmen’s Insurance.”

Ely: “This resolution would not interfere.”

Farnam: “This furnishes the best opportunity to get investigation. Hygiene is at the basis of all of it. It touches questions of hours, age, etc. Industrial hygiene is fundamental and practicable. This resolution would be an expression of opinion, but other subjects would not be neglected.”

Mrs. Robins: “Accidents are closely associated with long hours.”

“Webster: “An investigation of industrial hygiene will furnish the basis for attack. We must have this basis first, before Insurance Companies would take up the question of compensation.”

Freund: “Industrial Hygiene and accidents differ; we know about accidents, and the question is as between differ-

ent methods of legislation. But we know too little about Industrial Hygiene to have even a basis for legislation.”

The question was then put and the resolution was adopted unanimously.

Adjourned at 5:25 P. M.

At six o'clock about 100 members, as guests of the Illinois State Branch, sat down to dinner in the Club dining room. Unusual opportunities for social intercourse were given to visiting members, who had the pleasure of meeting several distinguished representatives of the Illinois Branch.

The evening was given over to a public meeting with short addresses by Professor Farnam, Dr. Andrews, Deputy Labor Commissioner Lorenz of Wisconsin, and Professor Commons. The discussion was led by Miss Jane Addams, and continued by Mr. Webster, and Edwin R. Wright, president of the Illinois State Federation of Labor. Among those present were Judge Julian Mack, Louis Post, editor of *The Public*, Luke Grant, secretary of the Illinois State Branch, Dr. Alice Hamilton, William Hard, Bertha Poole Weyl, Dr. David Blaustein, Professor C. Edward Merriam, Agnes Nestor, Secretary Nockles of the Chicago Federation of Labor, and Attorney Frederick N. Judson, of St. Louis.

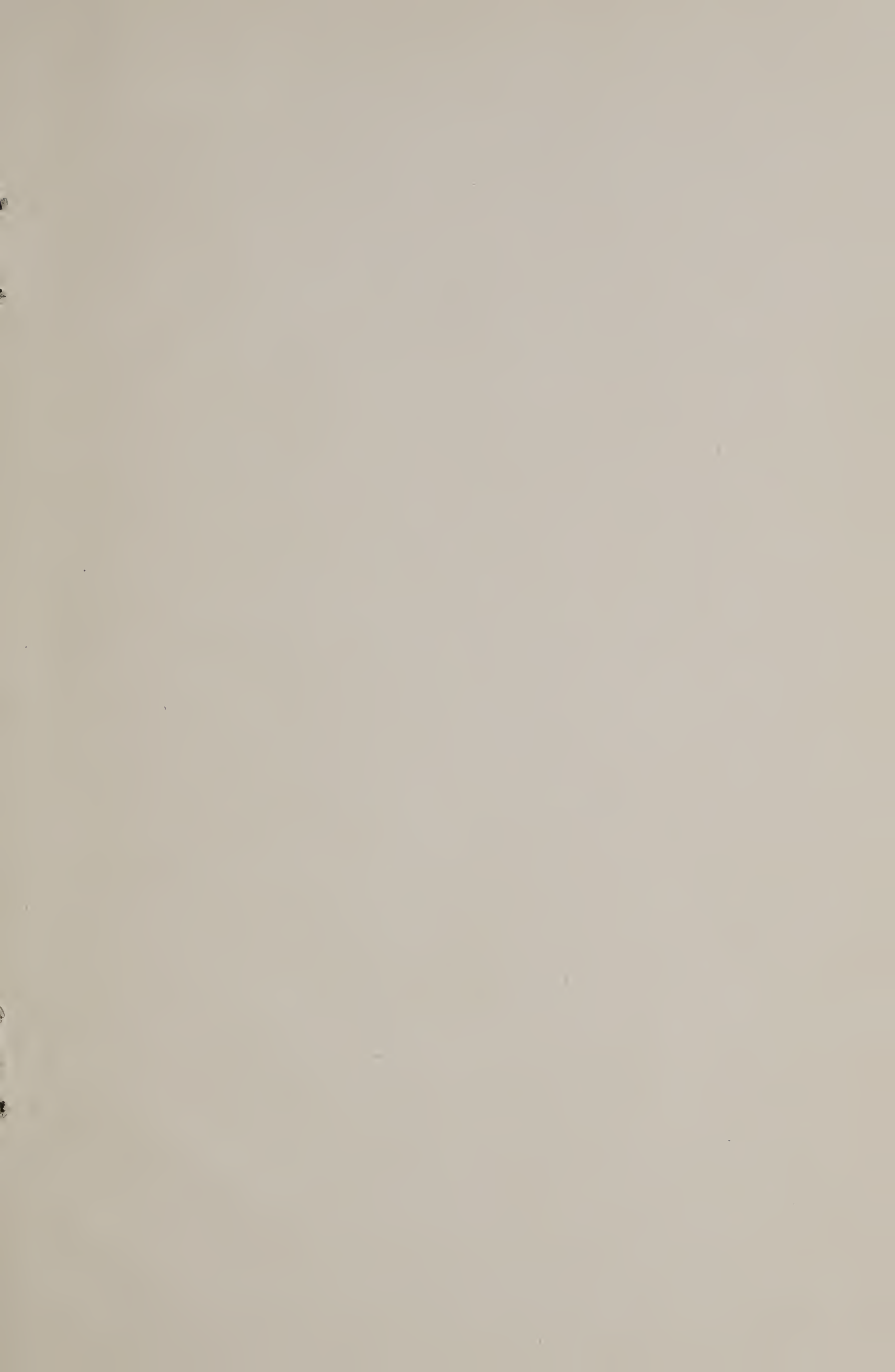
The Conference was in many respects the most successful in the history of the organization.

JOHN B. ANDREWS,

Executive Secretary, American Section of the
International Association for Labor Legislation.

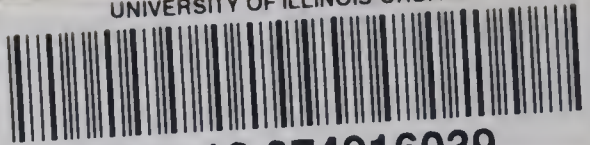
*Madison, Wisconsin,
April 1909.*





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